
Audit of Custodial Services Programs of the Department of Accounting and General Services, the Judiciary, the Department of Education, and the University of Hawaii

A Report to the
Governor
and the
Legislature of
the State of
Hawaii

Report No. 96-12
August 1996



THE AUDITOR
STATE OF HAWAII

Office of the Auditor

The missions of the Office of the Auditor are assigned by the Hawaii State Constitution (Article VII, Section 10). The primary mission is to conduct post audits of the transactions, accounts, programs, and performance of public agencies. A supplemental mission is to conduct such other investigations and prepare such additional reports as may be directed by the Legislature.

Under its assigned missions, the office conducts the following types of examinations:

1. *Financial audits* attest to the fairness of the financial statements of agencies. They examine the adequacy of the financial records and accounting and internal controls, and they determine the legality and propriety of expenditures.
2. *Management audits*, which are also referred to as *performance audits*, examine the effectiveness of programs or the efficiency of agencies or both. These audits are also called *program audits*, when they focus on whether programs are attaining the objectives and results expected of them, and *operations audits*, when they examine how well agencies are organized and managed and how efficiently they acquire and utilize resources.
3. *Sunset evaluations* evaluate new professional and occupational licensing programs to determine whether the programs should be terminated, continued, or modified. These evaluations are conducted in accordance with criteria established by statute.
4. *Sunrise analyses* are similar to sunset evaluations, but they apply to proposed rather than existing regulatory programs. Before a new professional and occupational licensing program can be enacted, the statutes require that the measure be analyzed by the Office of the Auditor as to its probable effects.
5. *Health insurance analyses* examine bills that propose to mandate certain health insurance benefits. Such bills cannot be enacted unless they are referred to the Office of the Auditor for an assessment of the social and financial impact of the proposed measure.
6. *Analyses of proposed special funds* and existing *trust and revolving funds* determine if proposals to establish these funds are existing funds meet legislative criteria.
7. *Procurement compliance audits* and other *procurement-related monitoring* assist the Legislature in overseeing government procurement practices.
8. *Fiscal accountability reports* analyze expenditures by the state Department of Education in various areas.
9. *Special studies* respond to requests from both houses of the Legislature. The studies usually address specific problems for which the Legislature is seeking solutions.

Hawaii's laws provide the Auditor with broad powers to examine all books, records, files, papers, and documents and all financial affairs of every agency. The Auditor also has the authority to summon persons to produce records and to question persons under oath. However, the Office of the Auditor exercises no control function, and its authority is limited to reviewing, evaluating, and reporting on its findings and recommendations to the Legislature and the Governor.



THE AUDITOR STATE OF HAWAII

Kekuanao'a Building
465 S. King Street, Room 500
Honolulu, Hawaii 96813

OVERVIEW

THE AUDITOR
STATE OF HAWAII

Audit of Custodial Services Programs of the Department of Accounting and General Services, the Judiciary, the Department of Education, and the University of Hawaii

Summary

Custodial services programs at state facilities directly affect state employees and members of the public. These services keep buildings clean and safe, as well as prevent their premature deterioration.

The majority of the State's custodial service programs are managed by the Department of Accounting and General Services, the Judiciary, the Department of Education, and the University of Hawaii. These four agencies employ more than 1,700 custodial staff who are responsible for 21 million square feet of space in state facilities. Over \$36 million is expended each year for custodial services and supplies.

This audit found that program managers have failed to consistently establish and use fundamental management controls. Specifically, this audit found that: 1) custodial services programs failed to adopt common cleanliness standards, leaving users with no assurance that the facilities are clean, 2) management failed to use such tools as custodial task lists, checklists, and inspection forms, resulting in incomplete attention to basic responsibilities, 3) custodial program managers have not established formal training programs, 4) program managers could better utilize custodial services cost data to manage and improve their programs, and 5) few custodial services managers belong to relevant professional organizations.

We surveyed 718 tenants of the four agencies. Seventy percent were satisfied but 30 percent were not. Comments were included by 160 respondents, such as: "I reported cat poop in the hall. It was never picked up. I have watched it get smaller and smaller over the months. It has been 6 months and the old withered poop is still there." Other comments included: "Office never vacuumed," "Sink has not been cleaned except by me the entire school year," "Litter remains in the stairwell for weeks," and others. One comment sums our conclusion: "It seems as if the quality of custodial services depends on who does the work."



Recommendations and Response

We recommend that the Department of Accounting and General Services, the Department of Education, the Judiciary, and the University of Hawaii each adopt a formal cleanliness standard for its custodial services program. In addition, each agency should develop procedures to ensure that this standard is applied to every unit served by its respective custodial program.

We also recommend that all four agencies ensure that custodial service managers use task lists, checklists, and formal inspections to monitor and measure the completion of custodial tasks. The task lists should be distributed to building users.

We recommend that the Department of Accounting and General Services, the Judiciary, and the University of Hawaii each develop formal training programs to identify and develop the knowledge, skills, and abilities of custodial workers.

We recommend that all four agencies each use custodial cost data to assess the cost effectiveness of resources used and to compare alternative service delivery methods.

We recommend that the Department of Accounting and General Services, the Judiciary, and the University of Hawaii each ensure that custodial program managers belong to relevant professional organizations to help managers obtain current information on custodial services.

The Department of Accounting and General Services concurs with the findings and recommendations. The department states that recent reductions in funding and staffing have necessitated a reorganization of the program. During this process the department will make every effort to incorporate the recommendations of the report. In its response, the department provided additional information, some of which was incorporated into the report.

The Judiciary did not fully agree with the findings. In its response, it reiterated statements made during the audit but provided no new evidence. However, the Judiciary did state that it will try to implement the recommendations of the report.

The Department of Education concurs with the recommendations of the audit. However, in its response, the department contends that its standards have always been at Level 2 for its schools and offices. It was not apparent during the audit that the department had established separate cleanliness levels except for "dust and soil free."

The University of Hawaii did not provide a written response.

Marion M. Higa
State Auditor
State of Hawaii

Office of the Auditor
465 South King Street, Room 500
Honolulu, Hawaii 96813
(808) 587-0800
FAX (808) 587-0830

**Audit of Custodial Services
Programs of the Department of
Accounting and General
Services, the Judiciary, the
Department of Education, and
the University of Hawaii**

A Report to the
Governor
and the
Legislature of
the State of
Hawaii

Submitted by

THE AUDITOR
STATE OF HAWAII

Report No. 96-12
August 1996

Foreword

This is a report of our audit of the custodial services programs of the Department of Accounting and General Services, the Judiciary, the Department of Education, and the University of Hawaii. Custodial services programs at state facilities directly affect state employees and members of the public. Custodial services need to be done effectively and efficiently to minimize disturbances to the work place while maintaining buildings for current and future use. The audit was conducted pursuant to Section 23-4, Hawaii Revised Statutes, which requires the State Auditor to conduct postaudits of the transactions, accounts, programs, and performance of all departments, offices, and agencies of the State.

We wish to acknowledge the cooperation and assistance extended to us by the officials and staff of the Department of Accounting and General Services, the Judiciary, the Department of Education, and the University of Hawaii.

Marion M. Higa
State Auditor

Table of Contents

Chapter 1 Introduction

Background on Custodial Services Programs	1
Objectives of the Audit	5
Scope and Methodology	6

Chapter 2 Findings and Recommendations

Summary of Findings	7
Common Formal Cleanliness Standards Are Needed ..	8
Program Managers Have Not Fully Used Available Management Tools	12
Informal Training May Fail to Orient Custodians to Critical Duties, Needs, and Issues	18
Program Managers Can Use Cost Data Effectively	20
Program Managers Should Belong to Relevant Professional Affiliations	22
Conclusion	23
Recommendations	23

Appendixes

Appendix 1	Audit of Custodial Services Programs Questionnaire	25
Appendix 2	Responses to Custodial Survey	27
Appendix 3	Custodial Tasks	29

Notes	41
-------------	----

Responses of the Affected Agencies	43
--	----

List of Exhibits

Exhibit 1.1:	Staff, Buildings, Square Footage of Area Cleaned, & Expenditures	1
Exhibit 1.2:	Department of Accounting and General Services: Staffing and Square Footage of Area Cleaned	2
Exhibit 1.3:	Judicial Staffing and Square Footage of Area Cleaned	3
Exhibit 1.4:	Community Colleges	5
Exhibit 2.1:	Use of Standards: The Process	9
Exhibit 2.2:	Example of Custodial Task List.....	13
Exhibit 2.3:	DOE Cleaning Checklist	14
Exhibit 2.4:	DAGS Custodial Inspection Form	16
Exhibit 2.5:	Cost Data	21

Chapter 1

Introduction

Custodial services programs at state facilities directly affect state employees and members of the public. This audit assesses the management of these programs and was performed pursuant to Section 23-4, Hawaii Revised Statutes, which requires the Auditor to conduct postaudits of the transactions, accounts, programs, and performance of all state agencies.

Background on Custodial Services Programs

Custodial services are an integral part of the state's efforts to maintain public buildings. These services keep buildings clean and safe, as well as prevent their premature deterioration. Custodial services need to be done effectively and efficiently to minimize disturbances to the work place while maintaining buildings for current and future use.

The majority of the state's custodial service programs are managed by the Department of Accounting and General Services, the Judiciary, the Department of Education, and the University of Hawaii. Exhibit 1.1 summarizes the magnitude of the state's resource commitment to keep its buildings clean and safe.

Exhibit 1.1
Staff, Buildings, Square Footage of Area Cleaned, & Expenditures

	DAGS	JUD	DOE	UH	TOTAL
No. of Staff	137	40	1,262	264	1,703
No. of Buildings/Facilities	57	4	3,521	389	3,971
No. of Square Feet	2,411,011	493,573	12,200,000	6,035,890	21,140,474
Expenditures FY1994-95	\$3,078,007	\$761,536	\$26,320,814	\$6,095,472	\$36,255,829

The Department of Accounting and General Services' custodial services

By law, operating and maintaining public buildings is one of the Department of Accounting and General Services' responsibilities. The department's custodial services program on Oahu is managed by its Public Building Management Services Branch. District offices on Kauai, Maui, and Hawaii manage their respective programs.

The objective of the department's custodial services program is to "maintain assigned public buildings in a clean and safe condition." The program "plans, directs and implements in-house custodial services and performs necessary management functions to insure that public buildings possess safe and reliable conditions for occupying agencies and the public."¹

Areas or spaces to be cleaned include offices, public areas, restrooms, and auditoriums. The department employs custodians and contracts with the private sector to clean state buildings. Exhibit 1.2 provides a summary of the number of state employees and private contractors used as well as the number of buildings to be cleaned and their total square footage.

Exhibit 1.2
Department of Accounting and General Services:
Staffing and Square Footage of Area Cleaned

	Oahu	Kauai	Maui	Hawaii
Supervisory Positions	3	2	2	2
Working Supervisor	12	None	None	None
Janitors	89	8	7 Maui 2 Molokai	7 full-time; 6 part-time
Number of Buildings	31	9	5 Maui 5 Molokai	7
Square Footage	2,046,037	96,100	105,600	163,274
Private Contractors	One firm for three bldgs.	One person for one bldg.	One firm for one bldg.	Three firms for four bldgs.

Statewide expenditures for the Department of Accounting and General Services custodial services program totaled \$3,078,007 in FY1994-95. The program hires 113 full-time and 6 part-time custodians who are responsible for 2,411,011 square feet of space.

Judiciary's custodial services

The Judiciary's custodial services employees provide custodial services only on Oahu and Maui. Although most courts on Kauai and Hawaii are located in buildings served by the Department of Accounting and General Services custodial services program, the Judiciary does contract with the private sector to provide custodial services for the Puna and Hamakua district courts on Hawaii and the Hanalei District Court on Kauai. The private sector is also contracted to clean four Oahu district courts and the Juvenile Detention Home, Office of the Public Guardian, and Driver's License Revocation Office.

On Oahu, one janitor supervisor and 14 janitors are responsible for 193,805 square feet of space in the District Court building while one supervisor and 13 janitors clean and maintain 155,190 square feet in the Circuit Court building. Five janitors are assigned to the Supreme Court building and are responsible for 65,373 square feet. On Maui, the custodial staff consists of one supervisor and three janitors who clean 79,205 square feet. Custodial services expenditures on Oahu totaled \$612,888 while Maui expenditures amounted to \$148,648 in FY1994-95.

Exhibit 1.3 Judicial Staffing and Square Footage of Area Cleaned

	Oahu	Maui
Supervisory Positions	4	None
Working Supervisor	5	1
Janitors	27	3
Number of Buildings	3	1
Square Footage	414,368	79,205
Private Contractors	One firm for seven bldgs.	Maui -- One firm for one bldg. Molokai -- One person for one bldg.

The Department of Education's custodial services

The goal of the Department of Education's custodial services program is to "provide a safe, sanitary, and satisfying environment conducive to learning."² This program is run by the Auxiliary Services Section in the department's Office of Business Services. The Auxiliary Services Section provides leadership and coordination of school custodial and ground maintenance services by developing policies, rules and regulations, providing landscaping planning services, and operating a nursery. Neighbor island district offices oversee their own custodial programs and serve as liaisons between the schools and the department's Auxiliary Services Section.

Principals, responsible for the proper care of buildings and grounds, supervise custodians, classroom cleaners, and all custodial services for their schools. The number of custodial staff in any given school depends upon that school's square footage and type of space. Custodians are not only responsible for cleaning the school but are also involved in the school's landscaping and grounds maintenance. Schools may also hire classroom cleaners who can only clean classrooms; they cannot attend to restrooms, water fountains, or grounds maintenance. Part-time custodians are eligible to work extended hours as classroom cleaners. Head custodians, under the direction and supervision of the school principal, instruct, train, and supervise custodial staff, and assist principals in evaluating custodial staff. They also perform minor plumbing and carpentry repairs.

Custodial expenditures for the Department of Education in FY1994-95 were \$26,320,813. Approximately 1,262 custodial staff are responsible for 12,200,000 square feet of space.

The University of Hawaii's custodial services

Custodial services programs in the University of Hawaii system operate at the University of Hawaii Manoa, Hilo, West Oahu, and all community college campuses. Each campus administers its own custodial program. The mission of the university's custodial service program is to provide a clean and healthy environment conducive to learning and to enhance the aesthetics of campus facilities and grounds.

The University of Hawaii at Manoa

Custodial services on the Manoa campus are divided into two areas: mauka and makai. Mauka services, managed by the university's Building Services Section of Campus Operations, encompass the academic areas of the university. Makai services, managed by the Department of Intercollegiate Athletics and the Director of Student Housing, cover athletic facilities and housing.

Five custodial supervisors, 19 working forepersons, and 147 custodians are responsible for 3,929,742 square feet of space in the mauka area of

the campus, while 16 custodians and 2 part-time custodial supervisors cover 528,661 square feet of space in the makai area. Custodial services are contracted for two facilities: the Special Events Arena and Rainbow Baseball Stadium. Expenditures for custodial services in the mauka and makai areas of the campus for FY1994-95 were \$3,999,115 and \$454,559 respectively.

Community colleges

Community colleges administer their own custodial services program. Expenditures for the community colleges for FY1994-95 were \$1,661,946. Exhibit 1.4 provides more detail on the services in each community college.

Exhibit 1.4
Community Colleges

	Campus					
	Honolulu	Kapiolani	Leeward	Windward	Kauai	Maui
Working Supervisor	1	2	1	1	None	1
Janitors	16	18	14	4	9 part-time	9 part-time
Number of Buildings	30	42	20	14	44	48
Square Footage	518,897	391,402	225,125	105,023	133,912	203,128
Expenditures FY1994-95	\$355,930	\$451,129	\$337,812	\$95,119	\$176,545	\$219,353

Objectives of the Audit

1. Determine how custodial services programs are organized and managed.
2. Assess whether custodial services programs are properly managed to meet their objectives.
3. Make recommendations as appropriate.

Scope and Methodology

The audit examined statewide custodial services programs in the Department of Accounting and General Services, the Judiciary, the Department of Education, and the University of Hawaii. Our examination of the custodial services programs in the University of Hawaii included reviews at the University of Hawaii at Manoa and the Kapiolani, Leeward, Windward, Honolulu, Kauai, and Maui community colleges. We did not examine custodial programs at the University of Hawaii at Hilo and the Hawaii Community College because we were unable to obtain timely information from these two campuses during our fieldwork. Our work focused on custodial services programs from FY1993-94 to the present.

We examined laws, mission and functional statements, cleanliness standards, policy and procedures manuals, documents, and records relating to custodial services programs in each of the four agencies. We interviewed relevant personnel from custodial services programs as well as individuals from private industry. We obtained information on custodial services from industry associations.

We also surveyed 718 tenants of buildings serviced by custodial services programs operated by the four agencies. The survey, designed to measure satisfaction with custodial services, was accompanied by a custodial services task list to inform respondents of the types of tasks that custodians were responsible to perform. Over 400 respondents returned these surveys and 160 provided written comments about the custodial services they received. Responses from Department of Education personnel may apply to the work provided by custodians and/or classroom cleaners.

Appended to this report is a copy of the survey instrument, a summary of the survey responses, and a list of custodial tasks to be performed in each agency.

Our work was performed from December 1995 through May 1996 in accordance with generally accepted government auditing standards.

Chapter 2

Findings and Recommendations

To a large extent program managers determine how successfully state programs achieve their objectives and satisfy social responsibilities. If managers do their jobs well by instituting proper management controls, these programs will more likely than not meet their goals. A fundamental goal of the state's custodial services programs is to provide an adequately clean and orderly environment for Hawaii's 60,000 state employees, their clients (including at least 235,000 students), and other program visitors. Establishing basic and sound management controls in the state's custodial services programs will ensure that programs are properly guided, that tasks are consistently discharged, that a skilled custodial workforce is suitably trained, and that state resources are efficiently utilized. This is the charge facing custodial services managers in the Department of Accounting and General Services, the Judiciary, the Department of Education, and the University of Hawaii.

Summary of Findings

We found that program managers have failed to consistently establish and use fundamental management controls to ensure a clean and orderly environment for everyone who uses state facilities. Specifically, we found that:

1. A failure of state custodial services programs to adopt common formal cleanliness standards has left state facility users with no assurance that those facilities are adequately cleaned and maintained.
2. Management's failure to systematically use such tools as custodial task lists, checklists, and inspection forms has resulted in the incomplete attention to such basic responsibilities as sweeping offices, mopping floors and bathrooms, and dusting countertops.
3. An unwillingness among custodial services programs to plan and implement formal training programs has increased the chances that custodians lack the information and skills needed to do their jobs safely and properly.
4. Custodial cost data can be analyzed to provide program managers with sufficient information to assess the cost effectiveness of their programs and to identify the most efficient and available service delivery models.
5. Few custodial services managers belong to relevant professional organizations. Failure to seek an affiliation with these organizations

limits the managers' access to information about program standards, management tools, effective training programs, and methods of assessing the cost effectiveness of their programs.

Common Formal Cleanliness Standards Are Needed

Cleanliness standards define the level or degree to which custodial services have been properly or adequately accomplished. These standards can be applied in a variety of settings. When custodial services programs in state government apply different standards and/or when programs neglect to adopt formal standards, an inordinate range of cleanliness can exist from facility to facility. Some sites may be spotless while others may be dusty, grimy, and odorous. Our review of the custodial services programs in four state agencies found a significant variation in the adoption and use of cleanliness standards. In some cases, we found that no formal standards were adopted at all.

A common cleanliness standard needs to be determined and subsequently disseminated to custodial staff so that these staff become fully aware of the level of cleanliness they must achieve and the way in which their work must be evaluated. The proper dissemination of these standards helps to ensure that state facilities are in the best possible condition and that state employees, their clients, and other visitors can enjoy a clean, orderly environment. These standards define what is expected of custodial staff, regardless of staff turnover, type of facility, or amount of area to be cleaned and maintained.

Standards enable custodial managers and supervisors to measure program and staff performance, to compare that performance to an expectation, and to remedy deficiencies identified. With these criteria, individual custodians can be trained and evaluated, and the program can be evaluated to determine whether it is meeting its objectives. Exhibit 2.1 displays the role of standards in this process.

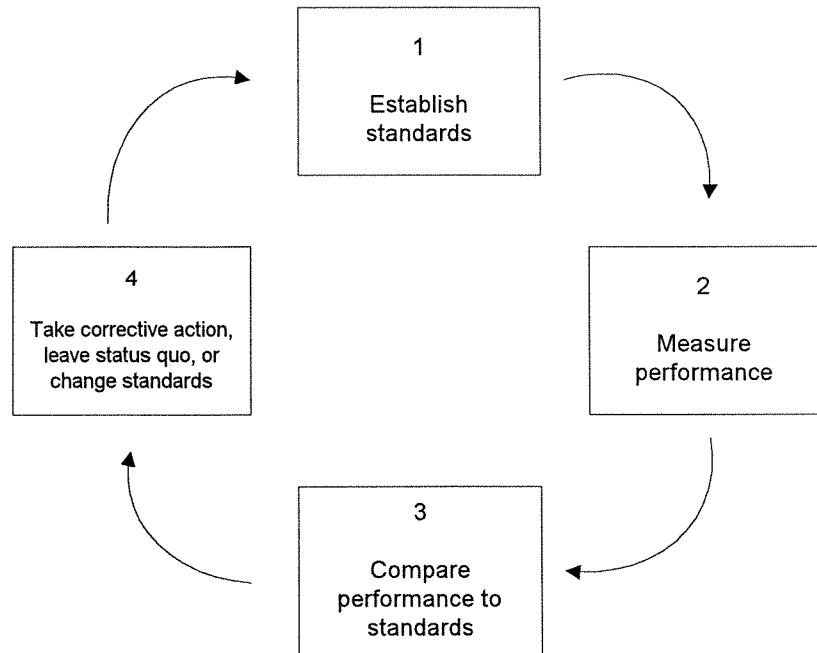
Standards exist and can be uniformly applied

Cleanliness standards have been identified and accepted by professionals in the field. These standards, developed by the Association of Higher Education Facilities Officers (also known as the Association of Physical Plan Administrators), can be applied in virtually any type of facility. Five levels of cleanliness are defined:

Level 1 - Orderly Spotlessness: the highest level of cleanliness for facilities such as historical buildings. All areas are spotless and odor-free and supplies are constantly replenished.

Level 2 - Ordinary Tidiness: the level that should normally be maintained. Although all areas are clean and odor-free, there is some evidence, upon closer inspection, of dust and dirt on surfaces.

Exhibit 2.1
Use of Standards:
The Process



Level 3 - Casual Inattention: the first indication of a negative change in service. Budget cuts or staff problems may result in priority areas (e.g. trash, restrooms) being clean, but surfaces are obviously dusty and dirty.

Level 4 - Moderate Dinginess: a worsening of the situation described in Level 3. The problem is growing to the point where even the priority areas are not adequately cleaned.

Level 5 - Unkempt Neglect: the lowest level, indicating that the area needs serious attention.

***State agencies have not
 adopted common
 formal standards***

While some agencies have attempted to institute cleanliness standards, the content and practical application of those standards has varied, even at times within the same agency. In other cases, no formal standards are used. For example, the Central Services Division of the Department of Accounting and General Services (DAGS) states that its normal goal is Level 2, or “Ordinary Tidiness,” but that services may drop to the “Casual Inattention” level due to budget cuts. In contrast, DAGS custodial staff on Maui and Hawaii do not have access to a formal set of cleanliness standards that can guide their work. They must rely instead

on the use (and possible misuse) of custodial inspection forms or subjective comparisons with how facilities had been cleaned in the past.

The Judiciary's custodial service program also has failed to adopt formal standards of cleanliness. An informal guide, such as the number of floors or area to be cleaned, or a "common sense" standard is used instead. The Judiciary is reluctant to adopt formal standards, judging such standards to be "unrealistic or confusing."¹

While the Department of Education's custodial manual sets the cleanliness standard at "dust and soil free," cleanliness levels are actually set by principals and head custodians. Some principals simply say that "common knowledge" dictates the level of cleanliness to achieve. This situation is also found at the University of Hawaii at Manoa, where the frequency and methods of cleaning are detailed in a custodial services manual, but actual cleanliness levels are not defined or described. Because custodial supervisors are allowed to determine cleanliness levels, significant variation in cleanliness even on the same campus can occur. Community colleges within the university system were somewhat more likely to adopt formal standards, with Kapiolani Community College adopting the "Levels of Cleanliness" standard described above. On the other hand, Leeward, Windward, and Kauai community colleges do not have documented cleanliness standards.

A failure to adopt standards can harm the state

When no cleanliness standards exist, the State has no assurance that its facilities are adequately cleaned and maintained. State employees may work in a dirty, unkempt environment, and the image of state government may be tarnished. Finally, in the absence of specific standards, the quality of the program cannot be evaluated, and staff performance cannot be adequately measured.

One client of a custodial services program is the state worker who expects a clean office or classroom, properly maintained corridors and stairs, and sanitary restrooms. That worker's judgment of how well these areas are cleaned is a useful barometer of the quality of the program. We surveyed over 400 state workers from four agencies to obtain their views on how custodial service programs met this simple expectation. Survey results indicate that although a good number of respondents appear to be satisfied with current services, the level of dissatisfaction is high, pointing a failure to consistently and adequately achieve program purposes. We argue that an implementation of clear defensible cleanliness standards and the use of other management tools will help the custodial services programs in each agency fulfill their roles accordingly.

Public employees are dissatisfied with custodial services

Almost one-third (30%) of the public employees reported being dissatisfied with custodial services as currently provided. University of Hawaii respondents expressed the most discontent, with over four out of ten (43%) citing dissatisfaction with current services. In citing a reason or cause for the dissatisfaction, respondents most often referred to custodial work habits and inadequate supervision as primary culprits. Failures to attend to specific tasks such as dusting, vacuuming, mopping, and sweeping were also noted.

Survey results point to the consequences of failing to adopt and enforce cleanliness standards. The following comments from survey respondents highlight some of those consequences.

Judiciary

“Men’s bathroom filthy...Office never vacuumed. Counter tops, desk, bookcases and file cabinets never dusted.”

“Dusting of bookcases and file cabinets should be done more efficiently. Vacuuming is done every 2 months. Stairwells are filthy.”

“Rubbish smells because of infrequent disposals. Bathroom/kitchen not adequately supplied with paper products. Bathroom/kitchen not routinely cleaned. Offices not vacuumed within the past 6-12 months. Offices not dusted within the past 6-12 months.”

Department of Education

“The bathroom doesn’t get cleaned every day (maybe once a week). There’s no toilet paper, dirty toilets, etc.”

“Classrooms are swept haphazardly. Erasers and chalkboards not cleaned. Sink has not been cleaned except by me the entire school year...Corridors not swept thoroughly. Restrooms have an odor.”

“It seems as if the quality of custodial services depends on who does the work.”

“Restrooms are not mopped daily. Resilient floors not mopped all year. Sinks occasionally cleaned. Carpet not vacuumed under table and chairs.”

“I reported cat poop in the hall. It was never picked up. I have watched it get smaller and smaller over the months. It has been 6 months and the old withered poop is still there.”

Program Managers Have Not Fully Used Available Management Tools

Program managers are responsible for ensuring that program goals are met and that line staff, in completing each of their assigned tasks, help the program achieve those goals. In addition to establishing applicable program standards, such as the cleanliness standards we described above, managers need to measure program and staff performance, compare that performance to established standards, and, if needed, take corrective action. Proper management tools enable them to accomplish these tasks. Our review found that program managers have not fully implemented management tools that are available to them. As a consequence, in a number of instances, basic responsibilities assigned to custodial staff such as sweeping offices, mopping floors and bathrooms, and dusting countertops have not been completed.

Management controls are tools to ensure adequate cleanliness

Management controls measure, monitor, and report on both program and individual performance. Program performance is expressed in terms of the accomplishment of program goals. For example, custodial services programs have a common goal of providing a clean, safe, healthy environment for facility users. Individual performance in custodial services programs is defined in terms of the completion of specifically assigned tasks. Completion of those tasks generally leads to the fulfillment of program goals.

Custodians have a variety of tasks and program managers are responsible for ensuring their custodial staff know those tasks. A task list, such as the one shown in Exhibit 2.2, is a significant management tool because it efficiently reminds custodians of the frequency and nature of the tasks to be performed. In addition, it explicitly, but briefly, explains how these tasks should be properly completed. Some of these duties such as emptying wastebaskets can be attended to once a day while others such as mopping may need to be done only twice-a-week. It is important for custodial services managers to develop and consistently use this type of tool because it helps to ensure that tasks which lead to the fulfillment of program goals are completed.

Program managers need a record that those tasks have been completed. A checklist, such as the one developed by the Department of Education for summer cleaning and displayed in Exhibit 2.3, is a management tool that provides that record. It is different from a task list in several ways. First, unlike the task list, it allows the custodian to indicate the date and time that tasks have been completed. Second, the checklist enables the custodian to note any items or areas needing special attention or repair. Third, it serves as an inspection form on which custodial supervisors or inspectors review and record how well specific areas have been cleaned. This management tool helps program managers fulfill their responsibilities to monitor performance and measure it against specified standards.

Exhibit 2.2

Example of Custodial Task List

Tasks (Work to be Done)	Frequency (How Often)	Remarks (What to Do)
Restroom Maintenance		
Rubbish Containers	Daily	Empty all containers, clean inside and outside and put back in proper location.
Hand Towel Dispensers	Daily or twice a day (morning and afternoon) for heavy use areas	Open dispensers to see if supply is low; add towels needed to fill dispensers; clean and wipe dispensers. <u>DO NOT PACK TIGHTLY.</u>
Toilet Tissue, Seat Cover Dispensers	Daily or twice a day (morning and afternoon) for heavy use areas	Open dispensers to see if supply is low.
Soap, Sanitary Napkin Dispensers	Daily	Open dispensers to see if supply is low; fill dispensers with liquid or powder soap.
Mirrors, Shelves, Counters	Daily	Clean mirrors with glass cleaner and wipe. Clean and wipe shelves and counter tops.
Water Closets (toilet bowls)	Daily	Clean inside and outside surfaces of tanks, bowls and seat with proper cleaning solution; remove stains, rings etc; disinfect and wipe; clean and wipe fixtures, metal handles and railings for handicap.

A third management tool is the inspection form such as the one shown in Exhibit 2.4. This tool differs from the task list and the checklist in that it is used exclusively by supervisors or program managers to document the quality of work that has been performed. As noted above, an important management function is the measurement of performance and the comparison of that performance to an established standard. Inspection forms enable program managers to address this function. These forms may list each area or item to be cleaned and provide a space in which the supervisor or inspector can rate the condition of the area/item. Inspections need to occur at regular intervals to help ensure satisfactory completion of all tasks.

Program managers lack proper management tools

Despite the usefulness of these tools, some program managers did not use them to ensure adequate levels of cleanliness. We failed to find custodial task lists such as the one in Exhibit 2.2 at Leeward Community College and Windward Community College. We also failed to find checklists such as the one in Exhibit 2.3 in the Department of Accounting and General Services custodial service program on Oahu and

Exhibit 2.3 DOE Cleaning Checklist

DEPARTMENT OF EDUCATION

 SCHOOL

CHECKLIST OF SUMMER CLEANING SCHEDULE

 Location/Building: _____ Room Number(s): _____
 Date Started: _____ Date Completed: _____

Item No.	General	(x) Work Completed	Repairs Needed		Inspected	
			R&M	Cust.	Approved	Req. Attn.
1.	Light Fixtures					
2.	Fans/Vents/Grills					
3.	Windows/Glass Doors/Glass Partitions					
4.	Screens					
5.	Ledges					
6.	Drapes/Blinds					
7.	Walls/Partitions					
8.	Chalk Boards/Rails					
9.	Counters					
10.	Book Cases/Shelves/Books					
11.	Closets/Storage Cabinets					
12.	Sinks/Hardware					
13.	Desks/Tables/Chairs					
14.	Files					
15.	Rubbish Containers					
16.	Door Mats					
17.	Doors/Hardware					
18.	Drinking Fountains					
19.	Stairs/Hand Rails					
20.	Walkways/Lanais					
21.	Fire Extinguishers/Cases					
22.	Student Lockers					
23.	Baseboards					
24.	Floors/Carpets					
25.	Furniture Arranged					

Kauai, the Judiciary program on Oahu and Maui, or in Kapiolani, Leeward, Windward, and Kauai community colleges. While the Department of Education's custodial manual contains two checklists — one for daily classroom cleaning during the school year and one to be used during the summer — neither checklist was used on a consistent basis by custodians or classroom cleaners at the 14 schools we reviewed.

Program managers generally failed to adequately document inspections to ensure cleanliness standards. We found no evidence of documented inspections by DAGS on Oahu and Kauai, the Judiciary on Oahu and Maui, or any of the six community colleges we reviewed. In other instances, inspections have been infrequently conducted or have been terminated due to fiscal constraints.

For example, although the Department of Education's custodial procedures manual includes an inspection checklist, we found only 1 out of the 14 schools reviewed in this audit regularly used this list. Schools are annually inspected through the department's school inspection program. However, this inspection does not absolve school principals of the duty of conducting regular documented inspections of the work completed by custodians and classroom cleaners.

The working foreman at the University of Hawaii at Manoa performs weekly inspections but does not document them. Custodial supervisors at the campus are also required to document monthly inspections but have failed to consistently adhere to the practice.

On Hawaii, the Department of Accounting and General Services custodial supervisor has conducted quarterly reviews. The state's fiscal crisis prevented more frequent inspections. On Maui, DAGS no longer conducts inspections because the supervisor's position was abolished.

Custodial supervisors and managers assert that the use of these tools is unnecessary because:

custodians are already experienced and know how to clean,

on-the-job training ensures that tasks are properly performed, and

common sense standards mitigate the need for formal documentation.

A failure to use management tools affects the quality of program services

However reasonable such assertions may appear at face value, failing to use these tools has resulted in the non-completion of basic custodial duties, and the subsequent non-achievement of program goals. In addition, without the information that can be gathered from these tools, program managers cannot be assured that they use custodial staff efficiently — managers do not have a way of knowing what custodians are capable of doing in a work shift.

Exhibit 2.4

DAGS Custodial Inspection Form

State of Hawaii
Department of Accounting and General Services
Maui District Office

CUSTODIAL INSPECTION FORM

Building _____ Floor _____

Code _____

Facility Number _____

1 = Satisfactory

Date _____ Time _____

2 = Unsatisfactory, needs attention within 3 days

Supervisor _____

3 = Unsatisfactory, requires immediate attention

Janitor _____

4 = See note on the side of item

	EXTERIOR
	Lanais
	Sidewalks
	Lights
	ENTRANCES AND LOBBY
	Floors
	Walls
	Glass
	Lights
	STAIRWAYS
	Steps
	Landings
	Railings
	Walls
	Lights
	HALLS
	Walls
	Floors
	Drinking Fountains
	Lights
	LUNCHROOM OR BREAKROOM
	Floors
	Walls
	Furniture
	Waste Receptacles
	Sinks

	RESTROOM
	Toilets
	Urinals
	Basins
	Mirrors
	Partitions
	Dispensers
	Waste Receptacles
	Floors
	Walls
	Lights
	Miscellaneous
	OFFICE AREAS
	Counters
	File Cabinets
	Desks
	Furniture
	Waste Receptacles
	Partitions
	Windows and Jalousies
	Walls
	Floors
	Carpets
	Lights
	Ceiling Vents
	Miscellaneous

Comments _____

Finally, the quality of services can vary, even within the same facility. For example, while survey respondents from one building served by the Department of Accounting and General Services were “very satisfied” by the services, other respondents in the same building were “very dissatisfied.” Further, facility users may not be aware of the specific tasks that custodian are to finish, as the following comments from survey respondents affirm.

“We were not aware that this ‘list of custodial tasks’ existed. We did not know we could justifiably request/remind the custodian of these duties.”

“To better understand the custodian’s roles and responsibilities, last September we drafted a list of custodial tasks and requested DAGS to complete the frequency level of each task. We have yet to receive a response.”

“The attached list, if not being used now, should be used as soon as possible.”

“I was aware of the tasks, but not the frequency they are to be performed.”

“Now that I know more about the range of service that the custodians are involved with, I will be able to observe better if they perform in this range.”

Sixty-seven percent (67%) of the respondents to our survey were not even aware of the tasks to which custodians must devote their attention, yet the level of dissatisfaction with the attention given to specific areas of the facility was significant. For example, 33 percent of all respondents and 44 percent of University of Hawaii respondents were dissatisfied with the services on windows and walls.

The comments that survey respondents provided demonstrate what happens when management tools such as task lists, checklists, and inspection forms are not used.

“Offices are not swept daily....Bathrooms are not swept daily, paper towels and toilet paper dispensers are not filled or checked daily.”

“Floors have not been mopped since the latter part of last year....No dusting/cleaning of furniture/equipment or windows.”

“Countertops not dusted daily. Toilet and basin not scrubbed and disinfected daily....Litter remains in the stairwell for weeks.”

“Essentially, we are not receiving custodial services (other than sporadic emptying of waste baskets). Floors are not cleaned at all, hallways and stairwells are horrible, and washrooms are a health hazard.”

Informal Training May Fail to Orient Custodians to Critical Duties, Needs, and Issues

Properly planned formal training programs identify and develop the knowledge, skills, and abilities that state employees need to perform their jobs to the greatest extent possible. Custodial programs in the agencies we reviewed can maximize the benefits of their training activities by linking them to program missions, goals and objectives. Such formal training programs can help to develop a skilled and confident custodial workforce and enable custodial services to achieve its purpose. We found that agencies have not generally established formal training programs, relying instead on informal, on-the-job training. Reliance on such informal methods may weaken efforts to fully accomplish program missions, goals, and objectives.

Formal training is beneficial

Employee training is an important management function. Management can through such programs develop a skilled workforce that accomplishes tasks effectively and efficiently and supports the organizational mission. Training is thus a strategic tool that program managers can use to motivate employees, develop their skills, and contain costs.

Successful organizations, rather than viewing training programs as a luxury or a nuisance, integrate formal employee training into their overall strategies for accomplishing organizational objectives. They realize that having skilled workers often translates into operating productive programs. These organizations translate organizational objectives into specific training objectives and evaluate the results of their training. They ensure that training supports and is linked to the organizational mission. Training also boosts employee morale by demonstrating that management cares about employees and the quality of work that they perform.

Custodial services programs can benefit from following the example set by successful organizations which use employee training to improve organizational effectiveness. These programs, while covering topics such as how to clean effectively, could also address such concerns as the manner in which chemicals interact, and how to perform tasks to reduce the risk of personal injury.

Program managers have failed to implement formal training programs

Despite the clear benefits that can accrue from adopting formal training methods in custodial services programs, the Department of Accounting and General Services, the Judiciary, and the University of Hawaii have not done so. Program managers in these agencies have failed to use a proven management tool that increases organizational effectiveness. They rely instead on informal, on-the-job methods of training new custodians, thereby reducing opportunities to operate their programs more productively and efficiently.

Both the Department of Accounting and General Services and the Judiciary rely almost exclusively on on-the-job training for their custodial staff. Although some formal training seminars or sessions may be provided to address safety issues such as asbestos and blood-borne pathogens, these intermittent sessions are neither regular enough nor of sufficient scope to be classified as a formal effort to link employee skill development to the mission and function of the custodial program.

The Department of Accounting and General Service has not implemented a formal training program because the agency hires experienced custodians. The Judiciary argues that everyone knows the basics of cleaning and that experienced custodians can pass on their knowledge to new custodians.

The University of Hawaii also relies on informal on-the-job training supplemented by occasional lectures, workshops, and audiotapes. Workers may be oriented to their jobs and be required to read a training manual. These activities however do not constitute a formal training program.

Informal methods are insufficient

A reliance on informal methods increases the chance that agency programs will be ineffective. Informal training programs fail to ensure that all custodians receive the training they need to fulfill their respective responsibilities. Because such programs do not provide a systematic orientation to the job and do not provide custodians with the most current information available, custodians may not be aware of the tasks to which they have been assigned or may perform those tasks inefficiently. When custodians must rely on on-the-job training, they may not learn to do the job properly and may be at increased risk for serious injury.

Some survey respondents pointed to the need for further training. Suggestions for improving custodial services included the following comments:

“Retrain those employees who on the annual evaluation show less than satisfactory performance.”

“How much training/instruction is given to the janitorial staff?”

“Have every state custodian go through a training or class in all aspects of the described duties.”

“Provide annual safety workshops to remind staff of proper cleaning, lifting, etc.”

Program Managers Can Use Cost Data Effectively

Program managers in the four agencies we surveyed generally use cost data to prepare operating budgets. They can also use this information to manage and improve their programs. The review and analysis of custodial cost data is a valuable management tool to assess the cost effectiveness of resources used in the program and to compare alternative service delivery methods. The failure of program managers to use data in this way means that they have insufficient information to improve their programs.

Analysis of cost data is a management tool

Custodial services cost data includes the costs for direct labor, indirect labor, materials, and capital equipment. Program managers can use this information to evaluate their programs. One method is to assess custodial services by calculating the cost of services per square foot of cleaning area, a technique that many private sector firms use. This technique helps to determine custodial efficiency and cost effectiveness — two important pieces of information that managers need.

The analysis of custodial cost data is helpful in a variety of situations. For example, the cost per square foot is a standard that managers can use to compare crews within a building, buildings within an agency, buildings between agencies, and the public and private sector. Although facilities may be dissimilar, it is possible to review the costs of cleaning similar areas of those buildings such as lobbies and restrooms.

In addition, the analysis of cost data is useful when considering whether to purchase new equipment, particularly when that equipment is purported to save money by reducing time or staff. Calculating custodial costs with and without the new equipment could determine whether the purchase would be beneficial.

Thirdly, cost data analysis can determine whether the use of night shift custodians is warranted. The analysis may show that even with a shift differential it may be more cost effective to employ night shift custodians. Finally, reliable and valid cost information can be used to determine whether private custodial services would be more cost effective than present program services.

Cost data can be used to assess alternative models

Custodial cost data is important information to collect when assessing whether alternative models of service delivery can be used. As a demonstration of the viability of collecting this data, we calculated the cost of custodial services per square foot of building space for each agency. Exhibit 2.5 summarizes these costs.

We note that the four agencies under review currently include different costs in their custodial expenditure data, thus making it difficult to

Exhibit 2.5

Cost Data

	FY1994-95 Expenditures	Total Sq. Ft.	Cost per Sq. Ft.
DAGS			
Oahu	\$ 2,434,784	2,046,037	\$ 1.19
Kauai	187,978	96,100	1.96
Maui	198,424	105,600	1.88
Hawaii	256,821	163,274	1.57
U.H. at Manoa			
Mauka	\$ 3,999,115	3,929,742	\$ 1.02
Makai	454,559	528,661	0.86
Community Colleges			
Honolulu	\$ 355,930	518,897	\$ 0.69
Kapiolani	457,129	391,402	1.17
Leeward	337,812	225,125	1.50
Windward	95,119	105,023	0.91
Kauai	176,455	133,912	1.32
Maui	219,353	203,128	1.08
DOE*	\$ 26,320,813	12,200,000	\$ 2.16
JUDICIARY			
Oahu	\$ 612,888	414,368	\$ 1.48
Maui	148,648	79,205	1.88

* Cost per square foot is inflated because expenditures include some groundskeeping costs.

accurately compare costs between agencies. This difficulty does not obscure the usefulness and benefits of calculating and summarizing costs in the manner that we present in Exhibit 2.5. The costs of alternative delivery models can be compared to current costs to identify the most cost efficient options available.

Program Managers Should Belong to Relevant Professional Affiliations

These four agencies employ more than 1,500 custodial staff who are responsible for 21 million square feet of space in our state facilities. Over \$35 million is expended each year for custodial services and supplies. Given the magnitude of these programs, managers need to know the most current information on industry standards, management tools, training programs, and effective data analysis techniques. Belonging to professional custodial services organizations enables managers to obtain that information. However, few custodial managers belong to these organizations.

Professional organizations can benefit the state

Managers who belong to professional organizations can often obtain valuable information, usually at discounted rates. In addition, membership allows managers the opportunity to exchange information and associate with others who have expertise in the industry or field. Thus, an affiliation with professional organizations can enhance organizational effectiveness by improving access to information about standards, management tools, and emerging trends.

Three well recognized professional organizations are the Building Owners and Managers Association (BOMA); the Association of Higher Education Facilities Officers, also known as the Association of Physical Plant Administrators (APPA), and the National Executive Housekeepers Association (NEHA). Membership in each of these organizations is beneficial. An administrator in one of the community colleges acknowledges that membership in the APPA allowed him to keep up with the latest developments in the industry. Membership helped to increase the level of professionalism of the custodial services program in that community college.

Managers generally do not belong to relevant organizations

The Department of Accounting and General Services, the Judiciary, and five of the community colleges do not belong to these types of professional organizations, believing that the benefits of membership are outweighed by the costs, and/or that information provided through membership is not useful to state agencies.

However, a failure to join these types of organizations limits access to information and technologies, and reduces opportunities to share concerns and problems with other professionals in the field. In an era of downsizing and the expectation to do more with less, it is more efficient and cost effective to easily gather information from the professional organization than to direct program services without the knowledge of improvements that have gained credibility in the industry.

Conclusion

Custodial services programs help to enhance the image of state government and to ensure that students and state employees learn and work in the cleanest and most orderly environment possible. The use of proper management tools enables managers to guide these programs and fully address this mission. Our review of the state's custodial services programs indicates that program managers have typically failed to avail themselves of such tools. The adoption of relevant program standards; the use of task lists, checklists and inspection forms; the development of formal training programs; the analysis of costs data; and an affiliation with professional organizations are all tools or steps to help enable custodial services managers guide their programs more effectively.

Recommendations

1. The Department of Accounting and General Services, the Department of Education, the Judiciary, and the University of Hawaii should cooperatively adopt a formal cleanliness standard that pertains to the custodial services programs in each agency. In addition, each of the four agencies should develop procedures to ensure that this standard is applied in every unit served by their respective custodial services programs.
2. The Department of Accounting and General Services, the Department of Education, the Judiciary, and the University of Hawaii should each ensure that custodial services managers consistently use the following management tools to monitor and measure the completion of custodial tasks:
 - a. task lists that remind custodians of the frequency and nature of the tasks to be performed. These should also be distributed to building users to ensure that the users are knowledgeable of all tasks to be performed.
 - b. checklists that record the completion of assigned tasks and identify areas to be repaired.
 - c. formal inspections that document the quality of work that has been performed.
3. The Department of Accounting and General Services, the Judiciary, and the University of Hawaii should each develop formal training programs to identify and develop the knowledge, skills, and abilities that custodial workers need to perform their jobs safely and competently.

4. The Department of Accounting and General Services, the Department of Education, the Judiciary, and the University of Hawaii should each use custodial cost data to assess the cost effectiveness of resources used in their custodial services programs and to compare alternative service delivery methods.
5. The Department of Accounting and General Services, the Judiciary, and the University of Hawaii should each ensure that custodial program managers belong to relevant professional organizations that help the managers to obtain the most current information on industry standards, management tools, training programs, and effective data analysis techniques.

Appendix I

Audit of Custodial Services Programs
Conducted by the Office of the Auditor
465 South King Street, Room 500
Honolulu, Hawaii 96813

Department: _____ Building: _____

Division/Branch: _____ Floor/Room: _____

Person completing survey (optional): _____ Phone: _____

Please check only one (1) box per question and print or type your responses.

1. Please review the attached list of custodial tasks. Were you aware of **all** the tasks that the custodians are to perform prior to reading the task?
Yes _____ No _____
2. How satisfied are you with the custodial service provided in the areas listed below?

AREAS	VERY SATISFIED	SOMEWHAT SATISFIED	SATISFIED	SOMEWHAT DISSATISFIED	VERY DISSATISFIED
OFFICES					
RESTROOMS					
TRASH REMOVAL					
CORRIDORS & COMMON AREAS					
WINDOWS AND WALLS					
ELEVATORS & STAIRWELLS					

(over)

3. If you have reported a custodial service problem in the past, how satisfied were you with the action taken by the custodian to rectify the problem?

VERY SATISFIED	SOMEWHAT SATISFIED	SATISFIED	SOMEWHAT DISSATISFIED	VERY DISSATISFIED

4. All things considered, how satisfied are you with the custodial services now being provided?

VERY SATISFIED	SOMEWHAT SATISFIED	SATISFIED	SOMEWHAT DISSATISFIED	VERY DISSATISFIED

5. If "Somewhat Dissatisfied" or "Very Dissatisfied," please provide us with a brief explanation regarding those specific areas so rated.

6. Do you have any suggestions on how to further improve the custodial services that are now being provided?

Thank you very much for your cooperation in filling out this survey.

Please return this survey in the enclosed self-addressed envelope by March 15, 1996.

Appendix 2

Responses to Custodial Survey

	Percentage Ratings				
	DAGS	DOE	JUD	UH	ALL RESPONSES
Aware of all custodian tasks					
Yes	27	32	31	41	32
No	73	68	69	59	68
Satisfaction with service provided in offices					
Very Satisfied	45	43	60	35	45
Somewhat satisfied	9	13	14	16	13
Satisfied	14	28	8	10	15
Somewhat dissatisfied	23	12	12	25	19
Very dissatisfied	8	4	5	15	8
Satisfaction with services provided in restrooms					
Very Satisfied	50	25	61	40	44
Somewhat satisfied	10	25	11	14	14
Satisfied	19	21	12	17	18
Somewhat dissatisfied	16	19	8	17	15
Very dissatisfied	5	10	8	13	9
Satisfaction with trash removal services					
Very Satisfied	60	37	70	49	54
Somewhat satisfied	6	19	8	12	10
Satisfied	28	24	15	26	24
Somewhat dissatisfied	5	16	4	11	9
Very dissatisfied	1	4	3	3	3
Satisfaction with services in corridors and common areas					
Very Satisfied	48	24	62	37	43
Somewhat satisfied	10	24	5	20	15
Satisfied	26	24	23	8	20
Somewhat dissatisfied	13	20	5	26	17
Very dissatisfied	3	8	4	9	6
Satisfaction with services on windows and walls					
Very Satisfied	36	20	52	23	32
Somewhat satisfied	9	18	15	18	14
Satisfied	25	25	14	14	20
Somewhat dissatisfied	19	22	14	21	19
Very dissatisfied	11	15	5	23	14
Satisfaction with services provided in elevators and stairs					
Very Satisfied	39	24	51	26	35
Somewhat satisfied	16	21	10	20	17
Satisfied	32	25	25	17	25
Somewhat dissatisfied	11	16	10	21	15
Very dissatisfied	1	13	4	16	8

Percentage Ratings					
	DAGS	DOE	JUD	UH	ALL RESPONSES
Satisfaction with action taken to rectify a problem					
Very Satisfied	41	26	58	40	40
Somewhat satisfied	8	10	13	10	10
Satisfied	31	29	17	26	26
Somewhat dissatisfied	11	26	8	11	14
Very dissatisfied	7	9	5	14	9
Satisfaction with custodial services now being provided					
Very Satisfied	41	21	57	34	38
Somewhat satisfied	15	23	15	15	17
Satisfied	16	28	9	9	15
Somewhat dissatisfied	20	24	16	29	22
Very dissatisfied	7	5	3	14	8
Reason for Dissatisfaction					
None	4	5	8	4	5
Comments unrelated to custodial services	2	10	13	0	5
Positive Comments	6	5	0	6	5
Attitude/work habits of custodians	31	41	8	59	39
Dusting	30	10	33	8	19
Follow-up on complaints	6	7	4	10	7
Mopping	20	22	0	8	14
Restrooms	24	12	29	18	20
Sweeping	26	7	0	18	15
Understaffing of custodians	6	0	13	4	5
Trash removal	6	10	13	6	8
Vacuuming	15	5	46	4	14
Waxing floors	2	0	0	0	1
Windows	22	12	25	20	20
Supervision	6	2	0	0	2
Carpet Cleaning	4	2	8	4	4
Chalkboards	0	10	0	2	3
Stairwell	4	5	8	16	8
Replenish supplies	4	2	8	4	4
Suggestions for Improvement					
Frequency of cleaning	24	8	19	21	19
Supervision	18	31	5	17	19
Positive comments	18	6	24	17	16
Modify cleaning schedule (e.g. night shift)	15	12	24	11	15
Additional staff	16	6	14	16	13
Inspections	10	24	5	9	12
Tasks/checklist	10	16	5	7	10
Quality of cleaning	10	6	8	6	8
Privitization	10	4	5	9	8
Training for custodians	7	10	5	6	7
Recognition for work	4	2	3	14	7
Specific comment about a worker	7	0	11	9	7
Comments unrelated to custodial services	4	6	5	9	6
Timely responses to complaints	3	12	3	6	6
Replenish supplies	0	2	5	3	2
Additional funding	1	2	0	1	1

Appendix 3 Custodial Tasks

Department of Accounting and General Services

TASKS (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)
<u>Restroom Maintenance</u> Rubbish containers Hand towel dispensers Toilet tissue, seat cover dispensers Soap, sanitary napkin dispensers Mirrors, shelves, counters Water closets (toilet bowls) Urinals Wash basins Showers Drains Toilet fixtures Floor	daily daily or twice a day (morning & afternoon) for heavy use areas daily or twice a day (morning & afternoon) for heavy use areas daily daily daily daily daily daily daily once a week daily
<u>Floor Maintenance</u> Dust mop Sweep Damp mop Vacuum (complete) Vacuum (spot) Buff Strip and wax	daily daily once a week 3 times a week 2 times a week once every 2 months 2 times a year
<u>Cleaning, Dusting, Etc.</u> Wash basins and sinks Walls, doors Furniture and equipment Waste receptacles Pencil sharpeners Hand towel dispensers Ash trays, urns, etc. Light fixtures Windows, venetian blinds Emergency cleaning Open and lock doors, windows, gates, chains Drinking fountains Elevators Stairway and railing Turn lights on and off Turn off appliances, fans, etc. Move furniture and bulky items Horizontal and vertical surfaces Replace light bulbs and fluorescent tubes, washers, doorknobs, and does similar minor repairs and maintenance, tasks not calling for a trade skill	daily as required daily daily once a week daily daily once a year as required twice a year as required daily daily daily 2 times a week daily daily as required once a month as required

The Judiciary

TASKS (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)
<u>Restroom Maintenance</u> Scrub inside of all toilets and urinals, clean & wipe outside of toilet bowls and urinals with disinfectant cleaner Check and re-stock all dispensers, clean floors if necessary. Check again if necessary Wipe and clean all fixtures, dispensers, mirrors, partitions and walls in restroom	daily daily daily
<u>Floor Maintenance</u> Dust mop and wet mop floors with disinfectant cleaners Carpet sweep, dust mop and wet mop all public and waiting areas Carpet sweep all carpeted areas, dust mop and wet mop all vinyl floors with disinfectant cleaners Spot clean carpet when necessary Vacuum all carpeted areas Strip and wax all exterior or vinyl tiles exposed to outside elements Strip and wax all interior quarry or vinyl floors	daily daily daily daily weekly semi-annually annually
<u>Cleaning, Dusting, Etc.</u> Scrub all basins and wipe all counter tops Refill all dispensers and empty trash Empty all trash receptacles in courtrooms and in office areas; wash public trash receptacles as necessary Clean, wipe and dust all counter tops, desks (if clear of paperwork or personal items), bookcases and file cabinets Report all discrepancies to working supervisors, e.g., burnt out light bulbs, leaky faucets, loose tile, clogged toilets, etc. Replace light bulbs & fluorescent lamps with working supervisor Wipe and clean all glass (doors and interior partitions) Carpet sweep, and clean and wipe walls and doors of elevators Pick up paper to be recycled Clean venetian blinds Polish/oil woodwork Check inventory of supplies Clean tops of file cabinets Clean stairwells Clean escalator guard rails Clean air conditioning vents Clean light fixtures when possible Power wash outside public areas Clean building light fixtures Unclog urinal and toilets; clean spills, e.g., soda, coffee, etc.; clean cell block feces, urine, aids, lice and ukus left by custodies	daily daily daily daily daily daily daily daily daily daily weekly weekly weekly weekly weekly weekly monthly monthly semi-annually annually emergency

Department of Education

TASKS (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)
<u>Restroom Maintenance</u> Clean toilets, urinals, basins, shelves, and hardware with cleaner-disinfectant solution Spot clean mirror, partitions, walls, stainless steel and chrome surfaces Sweep and mop floor using cleaner-disinfectant solution Empty waste receptacles Resupply toilet paper, towels, napkins, and soap Scrub or foam down floor and walls using disinfectant solution Remove standing water from floor General clean up Remove stains and buildup from toilets, basins, urinals, fixtures, and floors	daily daily daily daily daily weekly weekly weekly
<u>Floor Maintenance</u> Vacuum carpets and spot clean Sweep or dust mop resilient floors Mop resilient floors with cleaning solution Spray buff accessible area of resilient floors to remove scuffs and marks Strip, clean and apply wax to resilient floors and shampoo carpets Spot clean floors as needed because of accidents Cafetorium - Clean floors using dust mop for dry floors and brooms for wet floors Cafetorium - Wet mop floors with disinfectant cleaner solution Gymnasium & Bleachers - dust mop floors using treated dust mops Gymnasium & Bleachers - Damp mop floors Auditorium - Clean floors using dust mop or vacuum after each daily use Auditorium - Damp mop as required Locker Rooms - Spread disinfectant solution over entire floor with mop and let stand 3 to 5 minutes Locker Rooms - Scrub floors, pick up solution and rinse with clear water	daily daily daily weekly weekly weekly daily daily daily weekly daily daily/weekly periodically (at least once a week) periodically (at least once a week)
<u>Cleaning, Dusting, Etc.</u> Yardwork Weeding Edging and minor mowing Watering Raking and picking up of rubbish Emptying trash cans - hallways, etc. Fertilizing Landscaping Pruning Spraying for weed and insect control Misc. Service Open and close windows and doors (except classrooms)	 daily daily daily daily daily periodically as required periodically as required periodically as required periodically as required daily

<u>Cleaning, Dusting, Etc. (continue)</u>	
Minor repairs (as required)	daily
Secure buildings, including classrooms that are cleaned by custodians	daily
Start and turn off fans, air conditioning units	daily
Move furniture and equipment	periodically as required
Store supplies delivered to school	periodically as required
Clean grease traps and drain gratings where necessary	periodically as required
Check and spray for insects	periodically as required
Care, cleaning, and minor repairs to tools and equipment used in connection with custodial duties	periodically as required
Requisition custodial supplies as needed	periodically as required
Clean health room	periodically as required
Deliver bulk and/or heavy supplies and material to classrooms, cafeteria, etc.	periodically as required
Clean refrigerators in workrooms and lounges (except cafeteria and health rooms)	periodically as required
Replace burned out light bulbs and tubes	periodically as required
Classrooms	
Empty pencil sharpeners	daily
Empty waste receptacles	daily
Erase and clean chalkboards, clean erasers	daily
Clean sink	daily
Spot clean glass in doors and partitions, walls, doors and ledges, etc.	periodically (at least once a week)
Clean windows	annually
Clean light fixtures	periodically (at least once a week)
Replace burned out lights as needed	periodically (at least once a week)
Clean and polish furniture	periodically (at least once a week)
Dust window ledges, sills, furniture, bookcases, etc.)	periodically (at least once a week)
Libraries, Offices, Lounges, and Conference Rooms	
Spot clean glass in doors and partitions, walls, doors and ledges, etc.	periodically (at least once a week)
Clean sink	daily
Arrange furniture	daily
Empty all waste receptacles	daily
Clean telephones including dials and crevices with disinfectant	periodically
Dust furniture, bookshelves, sills, ledges, bookcases, displays, etc.	periodically
Cafetorium	
Empty waste receptacles	daily
Spot clean walls, glass partitions, windows, doors	daily
Dust sills and ledges	daily
Clean and disinfect water fountain and sinks	daily
Rearrange furniture	daily
Entrances, Lobbies, Halls, Stairways, Etc.	
Sweep lanais, lobbies, hallways, outside steps and nearby sidewalks	daily
Clean door mats, matting and runners	daily
Spot clean walls, soiled glass on doors and partitions	daily
Empty and clean waste receptacles	daily
Clean and disinfect water fountains	daily
Remove items that have been dropped on floors, in planters, etc.	daily
Replace burned out lights	daily
Spot clean for spillages or soiled spots	daily

Cleaning, Dusting, Etc. (continue)	
Scrub concrete lanais with deck brush and cleaner solution and rinse with clear water	periodically (at least once a week)
Hose down sidewalks	periodically (at least once a week)
Wash handrails with detergent solution	periodically (at least once a week)
Locker Rooms	
Empty all waste receptacles	daily
Damp clean benches and furniture using cleaner-disinfectant solution	daily
Spot clean walls and lockers	daily
Sweep floors	daily
Mop floors with cleaner-disinfectant solution	daily
Dust lockers to remove all visible dust	periodically (at least once a week)
Showers	
Remove all pieces of soap and foreign matter	daily
Wipe or scour walls with disinfectant solution so that there would be no deposit build-up; rinse	daily
Clean and polish handles, soap trays and shower heads and poles	periodically (at least once a week)
Gymnasium and Bleachers	
Empty all waste receptacles	daily
Clean and disinfect water fountains	daily
Clean bleacher area of trash and food	daily
Dust mop bleachers monthly and before each event	periodically (at least once a week)
Damp wipe bleachers as necessary	periodically (at least once a week)
Dust equipment	periodically (at least once a week)
General clean up	periodically (at least once a week)
Auditorium and Stage Cleaning	
Empty waste receptacles	daily
Dust seats and horizontal surfaces before use of facilities	periodically (at least once a week)
Clean shades, drapes and curtains	periodically (at least once a week)
General clean up	periodically (at least once a week)

University of Hawaii at Manoa - Mauka

TASKS (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)
<p><u>General</u> Floors protected (waxed, sealed, etc.) Floors swept, dust mopped & wet mopped Floor carpet vacuumed Baseboards and corners clean Walls clean Windows, sills, drapes and blinds clean Woodwork clean Ceilings and vents clean Telephone and ashtray clean Furniture and fixtures clean Doors and door hardware clean Glass in doors and partitions clean Light fixtures clean and operating properly Pencil sharpeners clean Drinking fountains clean Corridor clean Fire extinguisher cases clean Elevators, stairs and handrails clean Rooms free from obnoxious odors</p>	<p>Frequency of tasks not given</p>
<p><u>Restrooms</u> Floors protected, stripped and sealed Floors swept and wet mopped Light fixtures clean and operating properly Walls and ceilings clean Doors and door hardware clean Windows clean Mirrors clean Washbasins and hardware clean All dispensers clean, filled and working Receptacles clean Toilets and urinals clean Rooms free from obnoxious odors</p>	
<p><u>Custodial Rooms</u> Rooms clean Lockers clean Equipment and tools clean and stored properly Light adequate and operating properly Sinks/drains clean and operating properly Flammable materials safely stored</p>	

**University of Hawaii at Manoa - Makai
(Athletics)**

TASKS (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)
<p><u>General</u> Dust furniture, windows, sills, and venetian blinds Sweeps classrooms, offices, lecture hall Vacuum classrooms, offices, lecture hall Cleans chalkboard erasers Empty wastebaskets Opens classrooms and offices Sweep all hallways and corridors, clean at all times Sweep and mop all practice gyms (those caring) Polish all glass backboards. Change nets when needed Wipes all hand rails Clean all doors and door knobs Wash windows and door glass when necessary Baseboards and corners clean Walls clean Ceiling and vents clean Telephone clean and fixtures Furniture and fixtures clean Light fixtures clean and working properly Drinking fountains clean Clean window screens Clean elevators and all fixtures</p>	<p>Frequency of tasks not given</p>
<p><u>Restrooms</u> All dispensers clean, filled and working Floors swept and mopped Mops toilet rooms and all locker rooms Clean all toilet stalls, toilet bowls, urinals and lavatories Cleans all sinks and hardware Clean all windows and mirrors Wipe all tile walls, ceilings and vents Clean all doors and hardware Light fixtures clean and working properly Empty all trash and replace with new trash bags Sweep and wet mop floors Floors protected, stripped and sealed when needed</p>	
<p><u>Off-Season Clean-Up</u> Water pressure all walkways and stairways, walls, etc. Window cleaning, 2nd and 3rd floors (outside) Floor cleaning with Tennant machine, walkways when needed</p>	

**University of Hawaii
Kapiolani Community College**

TASKS TAKEN FROM JANITOR'S JOB DESCRIPTION

TASKS (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)
Sweeping, mopping, dusting classrooms, offices, and science laboratories Sweeping, mopping and scrubbing bathrooms Sweeping, mopping, washing, and buffing hallways and corridors Replenishing paper and linen supplies Emptying building trash Moving furniture and equipment Cleaning windows and screens Augment groundskeeping crew during summer and vacation periods in care of ground immediately adjacent to buildings Perform other duties as required	Frequency of tasks not given

**University of Hawaii
Windward Community College**

TASKS TAKEN FROM JANITOR'S JOB DESCRIPTION

TASKS (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)
Sweeps, mops, cleans, dusts, vacuums, and removes trash in classrooms, offices, corridors, lobbies, and lanais on a daily basis. Also, rearranges and moves furniture and equipment as necessary. Maintains restrooms in sanitary condition at all times, using the appropriate cleaning chemicals Resupplies all building areas with janitorial supplies Cleans windows and screens (this requires the climbing of ladders and/or scaffolds), and strips and waxes floors, using heavy-duty industrial cleaning equipment Routinely inspects the building and reports findings of any hazardous conditions and/or improvements requiring special attention to the supervisor Performs other duties as required	

**University of Hawaii
Maui Community College**

TASKS (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)
Clean/sanitize all restrooms Clean/sanitize all drinking fountains Empty all wastebaskets Wash all chalkboards Sweep/vacuum all floors and carpets Pick up all paper/trash adjacent to buildings Dusting all shelves, carrels, table tops, desk tops counter tops, and cabinet tops, etc. Wet/damp mop floors Window washing (inside and outside) Washing walls	daily daily daily daily daily daily Monday, Wednesday, Friday Tuesday, Thursday Tuesday, Thursday Tuesday, Thursday

**University of Hawaii
Honolulu Community College**

TASKS (WORK TO BE DONE)

MAJOR DUTIES AND RESPONSIBILITIES	FREQUENCY (HOW OFTEN)
<p><u>General</u> Floors protected (waxed, sealed, etc.) Floors and mats clean Baseboards clean Carpets clean Walls clean Windows, sills, drapes, and blinds clean Woodwork clean Ceilings clean Furniture and fixtures clean Doors and door hardware clean Vents and pipes clean Light fixtures clean and operating properly Pictures and ornaments clean Drinking fountains clean Receptacles cleaned and properly arranged Grounds, walks, and parking area policed Fire extinguisher, hoses, and cases clean Elevators, stairs, and handrails clean Rooms free from obnoxious odors</p>	<p>Frequency of tasks not given</p>
<p><u>Restrooms</u> Floors protected (waxed, sealed, etc.) Floors clean and destained Light fixtures clean and operating properly Walls and ceiling clean Doors and door hardware clean Windows clean Mirrors clean Washbowls and washbowl hardware clean All dispensers clean, filled, and working Sufficient number of dispensers Receptacles clean Stools and urinals clean Rooms free from obnoxious odors</p>	
<p><u>Custodial and Utility Rooms</u> Rooms clean Lockers clean Equipment and tools clean and stored properly Lighting adequate and operating properly Sinks and drains clean and operating properly Flammable materials safely stored</p>	

**University of Hawaii
Leeward Community College**

(TASKS TAKEN FROM JANITOR'S JOB DESCRIPTION)

TASKS (WORK TO BE DONE)	FREQUENCY (HOW OFTEN)
<p><u>Interior Areas</u> Sweeps and scrubs floors, stairs, hallways. Cleans vinyl, ceramic tiles, quarry tile and cement floors Vacuums carpet Strips, scrubs, seals, waxes, and buffs floors Operates light and heavy-duty industrial cleaning equipment such as vacuum cleaners, and scrubber machines, floor polishers Wipes, dusts, washes, waxes, and/or polishes furniture, woodwork, shelves, bookcases, bookshelves and fixtures Cleans and repairs venetian blinds and cords Hangs and removes curtains and draperies Removes gum and graffiti from furniture, partitions, walls, and floors Cleans, sanitizes descales and polishes water fountains Empties, cleans, disinfects receptacles Arranges chairs, tables, and other furniture in classrooms, offices Cleans blackboards, porcelain boards, chalk railings, erasers and replenishes chalk Cleans and sanitizes basins located in conference rooms, lounges and labs Cleans, sanitizes, descales, toilet bowls, urinals and basins Replenishes paper products and soap in restrooms, conference rooms, labs and lounges Moves and carries heavy furniture and equipment Picks up, delivers and arranges chairs, tables, and other furniture for scheduled activities Cleans and polishes windows and air vents Maintains all janitorial equipment in working condition Reports all minor and major repair work required In addition to changing lights in this position's assigned areas, will also change lights in all areas on campus with ceiling heights over 10 feet using 12 foot ladder, hydraulic lift, or scaffolding</p>	<p>Frequency of tasks not given</p>
<p><u>Exterior</u> Sweeps and scrubs floors, stairs, lanais, cleans quarry tile and cement floors Remove gum and graffiti from furniture, partitions, walls and floors Cleans lanais, lanai furniture and picks up debris Cleans, sanitizes, descales and polishes water fountain Empties, cleans, disinfects receptacles Arranges chairs, tables and other furniture on lanais Moves and carries heavy furniture and equipment Picks up, delivers and arranges chairs, tables, stages and other furniture for scheduled activities Cleans and polishes windows Maintains all janitorial equipment in working condition Reports all minor and major repair work required May drive a cushman or a truck in the performance of assigned tasks</p>	

University of Hawaii
Kauai Community College

MAJOR DUTIES AND RESPONSIBILITIES	FREQUENCY (HOW OFTEN)
<p><u>Classrooms</u> Chalkboard - erase unless SAVE is written on it, clean trays and erasers if board was used, throw away chalk shorter than 1-inch, replenish chalk supply (2 per board) Chairs straighten rows wipe off with Fresh & Clean any food or liquid spills Dust Counter tops - dust Floor dustmop damp mop spot mop mud and spills pick up trash Instructors desk and chair - dust Tables - dust Trash cans empty replace liner wipes inside and outside with Fresh and Clean Lights - report burnt out lamps Windows and mini blinds - clean Pencil sharpeners - empty</p>	<p>as needed daily daily once per week twice a week three times a week twice a week daily daily daily twice a week daily twice a week once a week as needed Spring, Summer, & Christmas breaks daily</p>
<p><u>Restrooms</u> Clean</p>	<p>daily</p>
<p><u>Offices</u> Chairs and Couches Upholstered - vacuum Others - dust Counter tops - dust Desks - do not touch unless so directed Filing cabinet tops - dust Floor - tile dust mop damp mop carpet vacuum spot sweep Tables - dust; do not touch papers Trash Cans empty replace liner wipe inside and outside with Fresh & Clean Windows & mini blinds - clean Walls - wipe smudges off Lights - report burnt out lamps</p>	<p>once a week twice a week twice a week twice a week twice a week twice a week once a week daily twice a week daily twice a week once a week Spring, Summer, & Christmas breaks daily as required</p>
<p><u>Patio Areas</u> Sweep - using push brooms Hose down</p>	<p>daily once a week</p>

<u>Dining Room and Victoria Room</u> Floors vacuum pick up food items and trash wipe off all spills with damp cloth (after lunch) Drinking Fountain wipe with Fresh & Clean clean with stainless steel cleaner check pressure Windows and mini blinds - clean	three times a week daily daily daily once a week daily Spring, Summer, & Christmas breaks
<u>Hallways</u> Floors - tile dustmop damp mop spot mop mud and spills spray buff - carpet vacuum spot sweep Drinking Fountains wipe with Fresh & Clean clean with stainless steel cleaner check pressure Entrance rugs - vacuum Lights - report burnt out lamps	daily twice a week daily once a month twice a week daily daily once a week daily daily as required
<u>Janitor's Room</u> Rinse cloths, sponges, and mops in a solution of Fresh & Clean, wring and let dry Do not leave mops soaking overnight Place order to restock items Report all equipment problems immediately Clean eraser machine	after each use beginning and middle of each month as required once a month

Notes

Chapter 1

1. Testimony on Supplemental Budget Requests (AGS 231 - Custodial Services), submitted by the Department of Accounting and General Services, to the Honorable Calvin Say, Chairman, House Committee on Finance, January 10, 1996.
2. Hawaii, Office of the Governor, Multi-Year Program and Financial Plan and Executive Budget for the Period 1995-2001, Volume III, December 1994, pp. 1099.

Chapter 2

1. Letter to Maria Chun, Analyst, from Jeffrey Agader, Director, Fiscal and Support Services Division, Judiciary, February 14, 1996.

This page intentionally left blank.

Responses of the Affected Agencies

Comments on Agency Responses

On August 7, 1996, we transmitted drafts of this report to the Department of Accounting and General Services, the Judiciary, the Department of Education, and the University of Hawaii. A copy of the transmittal letter to the Department of Accounting and General Services is included as Attachment 1. Similar letters were sent to the Judiciary, the Department of Education, and the University of Hawaii. The responses of the Department of Accounting and General Services, the Judiciary, and the Department of Education are included as Attachments 2, 3, and 4, respectively.

The Department of Accounting and General Services

The Department of Accounting and General Services concurred with our conclusions. The department agreed that deficiencies do exist in those areas identified in the findings and recommendations. Further, the department states that recent reductions in funding and staffing have necessitated a reorganization of the program. During this reorganization, every effort will be made to incorporate the recommendations contained in the audit report. Finally, the department provided additional information to clarify points made in the preliminary draft, some of which have been incorporated in our final report.

The Judiciary

The Judiciary did not fully agree with the findings. In its response, the Judiciary reiterated statements made during the audit but did not provide any new evidence. However, the Judiciary did respond that it will try to implement the recommendations of the report.

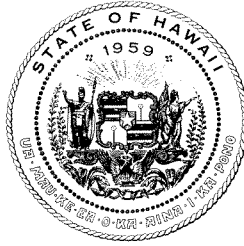
The Department of Education

The Department of Education generally agreed with the recommendations of the audit. In its response the department contends that its standards have always been at Level 2 for its schools and offices. The department also provided a listing of custodial publications that it subscribes to.

The University of Hawaii

The University of Hawaii did not provide a written response.

STATE OF HAWAII
OFFICE OF THE AUDITOR
465 S. King Street, Room 500
Honolulu, Hawaii 96813-2917



MARION M. HIGA
State Auditor
(808) 587-0800
FAX: (808) 587-0830

August 7, 1996

COPY

The Honorable Sam Callejo, Comptroller
Department of Accounting and General Services
Kalanimoku Building
1151 Punchbowl Street
Honolulu, Hawaii 96813

Dear Mr. Callejo:

Enclosed for your information are three copies, numbered 6 to 8 of our draft report, *Audit of Custodial Services Programs of the Department of Accounting and General Services, the Judiciary, the Department of Education, and the University of Hawaii*. We ask that you telephone us by Friday, August 9, 1996, on whether or not you intend to comment on our recommendations. If you wish your comments to be included in the report, please submit them no later than Monday, August 19, 1996.

The Judiciary, Department of Education, University of Hawaii, Governor, and presiding officers of the two houses of the Legislature have also been provided copies of this draft report.

Since this report is not in final form and changes may be made to it, access to the report should be restricted to those assisting you in preparing your response. Public release of the report will be made solely by our office and only after the report is published in its final form.

Sincerely,

A handwritten signature in cursive script, appearing to read "Marion M. Higa".

Marion M. Higa
State Auditor

Enclosures



SAM CALLEJO
~~XEROX COPY~~
Comptroller

MARY PATRICIA WATERHOUSE
Deputy Comptroller

**STATE OF HAWAII
DEPARTMENT OF ACCOUNTING
AND GENERAL SERVICES**
P. O. BOX 119
HONOLULU, HAWAII 96810-0119

August 19, 1996

Ms. Marion Higa
State Auditor
465 S. King Street, Room 500
Honolulu, Hawaii 96813-2917

RECEIVED
Aug 19 12 32 PM '96
OFFICE OF THE AUDITOR
STATE OF HAWAII

Dear Ms. Higa:

Re: Comments Pertaining to the Draft of the Audit of the Custodial Services Programs of the Department of Accounting and General Services, the Judiciary, the Department of Education and the University of Hawaii

The following are comments to the draft of the above-referenced audit report as they relate to this department.

Before addressing the findings and recommendations contained in the audit, we would like to suggest that certain technical revisions be made. On page 1, Exhibit 1.1, and in the first paragraph on page 3, total expenditures for FY 1994-95 are shown to be \$9,755,359. Since this dollar amount includes utility, equipment maintenance and other costs not directly related to the delivery of custodial services, the cost figure used should really be \$3,078,007. This should also be revised in Exhibit 2.5 on page 21, which currently footnotes the island of Kauai. Accordingly, the new totals for Kauai (\$187,978), Maui (\$198,424) and Hawaii (\$256,821) are calculated on direct services and should be substituted.

Additionally, the first paragraph on page 3 contains a statement that the program hires 126 full-time custodians. It would be more accurate to use the figure of 113, since the 13 Working Forepersons included in the count are not full-time custodians.

With respect to Exhibit 1.2 on page 2, it should be noted that the Island of Hawaii has two supervisory positions, i.e., Engineer (Civil) V and Janitor Supervisor I. There is no working supervisor.

Generally, we agree that deficiencies do exist in those areas identified in your Findings and Recommendations. The custodial program has long recognized the importance of these tools and has initiated action in the past to incorporate their use in its overall management

Ms. Marion Higa
August 19, 1996
Page 2

strategy. However, the difficulty continues to be the ability to sustain those efforts over the long run.

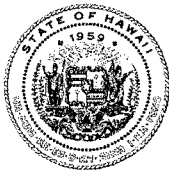
A major factor that has contributed to this situation is the fact that in addition to their supervisory role over the custodial staff, each Building Manager is involved in the maintenance and operation of those facilities assigned to them. As such, much of their time is spent attending to the maintenance of various building systems such as air conditioning and elevators, and responding to trouble calls. Many of these calls require immediate attention and they begin to take priority over long-term goals and objectives.

Recent reductions in funding and staffing have necessitated a reorganization of the program. During this process, every effort will be made to incorporate the recommendations contained in the audit report.

Thank you for the opportunity to review and comment on your draft report.

Sincerely,


SAM CALLEJO
State Comptroller



Office of the Administrative Director of the Courts — THE JUDICIARY • STATE OF HAWAII
417 SOUTH KING STREET • ALI'IOLANI HALE • HONOLULU, HAWAII 96813-2902 • TELEPHONE (808) 539-4900 • FAX 539-4855

Michael F. Broderick
ADMINISTRATIVE DIRECTOR

Clyde W. Namu'o
DEPUTY ADMINISTRATIVE DIRECTOR

August 19, 1996

RECEIVED

AUG 19 12 55 PM '96

OFFICE OF THE AUDITOR
STATE OF HAWAII

Ms. Marion M. Higa
State Auditor
465 S. King Street, Room 500
Honolulu, Hawaii 96813-2917

Dear Ms. Higa:

On behalf of Chief Justice Ronald T.Y. Moon, thank you for the opportunity to comment on the draft report of your audit of custodial services programs. We sincerely appreciate the efforts of your staff.

Regarding standards of cleanliness, your report states in part that the Judiciary is reluctant to adopt formal standards, judging such standards to be unrealistic or confusing. The information the Judiciary previously provided your staff was that the Judiciary uses a common-sense standard for cleanliness and work performance, e.g., if a mirror needs cleaning, it gets cleaned; if a dispenser needs to be refilled, it gets refilled; if a light bulb is out, it gets replaced; if a counter is dusty, it gets dusted; and if woodwork is dry, it gets oiled. We also conveyed to your staff that the Judiciary has not attempted to set quantifiable or descriptive standards to determine cleanliness or acceptable performance because such standards may be unrealistic or confusing to Judiciary staff.

Regarding standards of cleanliness, your report also states that almost one-third (30%) of the public employees responding to your survey reported being dissatisfied with custodial services currently provided. Your report then proceeds to quote specific Judiciary employees who are personally dissatisfied. I do want to note, however, that the survey results specifically applicable to the Judiciary indicate a satisfactory rating of 86 percent and a dissatisfaction rating of only 14 percent.

Regarding management tools, when your field staff previously questioned whether a checklist is used for conducting inspections, the Judiciary indicated that our lists

Ms. Marion M. Higa
August 19, 1996
Page 2

of daily, monthly, semi-annual, annual, and emergency tasks are used to conduct inspections. We further explained that exceptions are conveyed to supervisory staff for immediate corrective action, and, if timely corrective action is not taken, the discrepancy is documented for further action.

Regarding use of cost data, your report indicates that the use of cost data has been limited. When your field staff previously questioned the Judiciary, we indicated that we use cost data for budgeting, planning, procurement, determining cost-effectiveness of employing private contractors, monthly expenditure monitoring, identifying trends in costs and usage of supplies, and for operational decision-making such as consideration of other options such as transitioning to evening operations.

Regarding professional affiliations, your report states that the Judiciary does not belong to any professional organizations because we believe that the benefits of membership are outweighed by the costs and/or that the information provided through membership is not useful. We have no record of your field staff questioning us on this subject.

Again, we sincerely appreciate the efforts of your staff. In the coming months, we will be contacting your field staff for clarification regarding evaluation standards, audit findings, and recommendations in order to ensure that the Judiciary can work to implement the recommendations in your report.

Thank you.

Sincerely,

A handwritten signature in black ink, appearing to read "Michael F. Broderick". The signature is fluid and cursive, with the first name "Michael" and last name "Broderick" clearly distinguishable.

Michael F. Broderick
Administrative Director

BENJAMIN J. CAYETANO
GOVERNOR



HERMAN M. AIZAWA, Ph.D.
SUPERINTENDENT

STATE OF HAWAII
DEPARTMENT OF EDUCATION

P.O. BOX 2360
HONOLULU, HAWAII 96804

RECEIVED

AUG 19 2 55 PM '96

OFFICE OF THE AUDITOR
STATE OF HAWAII

OFFICE OF THE SUPERINTENDENT

August 15, 1996

MEMO TO: Honorable Marion M. Higa, State Auditor
Office of the Auditor

F R O M: Herman M. Aizawa, Ph.D., Superintendent
Department of Education

SUBJECT: Audit of Custodial Services Program of the Department of
Accounting and General Services, the Judiciary, the
Department of Education, and the University of Hawaii

This memorandum is in response to the Legislative Audit of the Custodial Program of the Department of Education (DOE) that was conducted from December, 1995 through May of 1996.

The DOE concurs with the recommendations of the audit with the exception of Items 1 and 5, Chapter 2: Findings and Recommendations, pages 23 and 24.

Item 1 - states that "The Department of Accounting and General Services, the Department of Education, the Judiciary, and the university of Hawaii should cooperatively adopt a formal cleanliness standard that pertains to the custodial services programs in each agency. In addition, each of the four agencies should develop procedures to ensure that this standard is applied in every unit served by their respective custodial services programs."

The DOE's standard for cleanliness has always been at Level 2 for all of its schools and offices as stated in the Classroom Cleaning Check list, Restroom Checklist, Inspection Standards and Checklist of Summer Cleaning Schedule. This standard and these checklists are promoted in workshops that are conducted for custodians and administrators statewide.

Item 5 - states that "The Department of Accounting and General Services, the Department of Education, the Judiciary, and the University of Hawaii should each ensure the custodial managers belong to relevant professional organizations that help the managers to obtain the most current information on industry standards, management tools, training programs, and effective data analysis techniques."

The Operations and Maintenance Section of the DOE subscribes to the following publications relating to building and ground maintenance information:

American Schools and University
Facilities, Purchasing and Business Administration

Building Industry
The Construction Magazine of Hawaii

Building Operating Management
For Building Owners and Facilities Managers

Buildings
Facilities Construction and Management

Cleaning and Maintenance Management
Building cleaning and maintenance

Hawaii Landscape
Landscape Industry Council of Hawaii

Industrial Hygiene News
Occupational Health Industrial Hygiene Safety

Maintenance Solutions
Commercial and Institutional Building Maintenance
Management

Maintenance Technology
Plant and Equipment Maintenance and Reliability
Management

The School Custodial Services Superintendent, who manages the building maintenance program area, belongs to the National Executive Housekeepers Association. The Landscape Architect, who manages the ground maintenance program area, belongs to the American Society of Landscape Architects and the Landscape Industry Council of Hawaii.

Page 3
August 15, 1996

It should also be noted on page 4 that the DOE no longer operates a nursery and that neighbor island district offices no longer oversee their own custodial programs and serve as liaisons between the schools and the Facilities Branch of the DOE. The neighbor islands mowing operations & oversight are the responsibility of the Operations and Maintenance Section.

Questions regarding these matters may be referred to Mr. Bert Yamamoto at 586-3456.

HMA:dk

c: Mr. Alfred Suga, Assistant Superintendent, OBS
Mr. Lester Chuck, Facilities Director, OBS